

Message Text

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ORIGIN IO-13

INFO OCT-01 CIAE-00 CU-02 INR-07 NSAE-00 USIA-06 NEA-10

ISO-00 SIG-01 DODE-00 PM-04 H-02 L-03 NSC-05 PA-01

PRS-01 SP-02 SS-15 AF-08 ARA-06 EA-07 EUR-12 OMB-01

TRSE-00 DHA-02 /109 R

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NEA/RA - LSEMAKIS

NEA - ADUBS

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P 280015Z SEP 76

FM SECSTATE WASHDC

TO ALL NEAR EASTERN AND SOUTH ASIAN DIPLOMATIC POSTS PRIORITY

INFO AMEMBASSY PARIS PRIORITY

AMEMBASSY TEL AVIV

USMISSION USUN NEW YORK

XMT AMEMBASSY BEIRUT

AMEMBASSY COLOMBO

AMEMBASSY DACCA

AMEMBASSY KABUL

AMEMBASSY KATHMANDU

AMEMBASSY NEW DELHI

AMEMBASSY ISLAMABAD

C O N F I D E N T I A L STATE 240292

NESCO

E.O. 11652: GDS

TAGS: AORG, OCON, UNESCO

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SUBJECT: ISRAEL'S REQUEST FOR INCLUSION IN UNESCO

EUROPEAN REGION

REF: STATE 224244

1. SUMMARY. POSITION OF ARAB/MOSLEM MEMBERS OF UNESCO WILL BE OF KEY IMPORTANCE IN GETTING 19TH GENERAL CONFERENCE (NAIROBI, OCTOBER 26 - NOVEMBER 30, 1976) TO ASSIGN ISRAEL TO EUROPEAN REGION. DEPT. HOPES THAT THEY WILL NOT ACTIVELY OPPOSE ISRAEL'S REQUEST, AS THEY DID AT PREVIOUS, 18TH GENERAL CONFERENCE (GC) AND WILL AT LEAST BE NEUTRAL ON UNESCO EXECUTIVE BOARD RECOMMENDATION THAT GENERAL CONFERENCE BASE ITS ASSIGNMENT OF MEMBER STATES TO GEOGRAPHIC REGIONS ON THE WISHES OF THE MEMBERS OF THE REGION CONCERNED. ADDRESSEE POSTS ARE THEREFORE REQUESTED TO APPROACH HOST GOVERNMENTS EARLIEST, AT AN APPROPRIATE LEVEL, DRAWING UPON SUGGESTED TALKING POINTS, IN LIGHT OF LOCAL CIRCUMSTANCES, AND REQUESTING THEIR COOPERATION. END SUMMARY.

2. IN 1974 THE 18TH GENERAL CONFERENCE OF UNESCO REJECTED ISRAEL'S REQUEST FOR ASSIGNMENT TO EUROPEAN REGION, LEAVING ISRAEL THE ONLY MEMBER THEN UNASSIGNED TO A REGIONAL GROUPING. (VOTE WAS 33-48 WITH 31 ABSTENTIONS AND 22 "ABSENT"). THIS POLITICALLY INSPIRED GESTURE WAS ONE OF GC'S ANTI-ISRAELI ACTIONS THAT TRIGGERED CONGRESSIONAL CUT OFF OF U.S. PAYMENTS TO UNESCO. ALL MEMBERS VOTED ON ISRAEL, AS ON ALL REGIONAL ASSIGNMENTS, WITH NO SPECIAL CONSIDERATION FOR VIEWS OF REGION CONCERNED. ANTI-ISRAEL VOTE WAS SPEARHEADED BY ARAB AND MOSLEM STATES, WITH SUPPORT FROM USSR AND EASTERN EUROPEANS. ALL ARAB STATES VOTED AGAINST ISRAEL EXCEPT MOROCCO, WHICH WAS "ABSENT". IF GC HAD FOLLOWED TRADITION OF LEAVING A LARGELY REGIONAL MATTER TO REGIONAL GROUPING ITSELF, THE SUPPORT OF GREAT MAJORITY OF WESTERN MEMBERS OF EUROPEAN REGION (WHICH ALSO INCLUDES EASTERN EUROPE, U.S. AND CANADA) WOULD HAVE INSURED ISRAEL'S ADMISSION.

3. WITH 18TH GC ACTION IN MIND AND WITH DIRECTOR GENERAL M'BOW'S STRONG SUPPORT -- MANIFEST IN BLACK AFRICAN VOTES IN FAVOR -- 40-MEMBER UNESCO EXECUTIVE BOARD LAST FALL
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RECOMMENDED THAT 19TH GC, IN UPDATING REGIONAL ASSIGNMENTS, BE GUIDED BY VIEWS OF MEMBERS OF RELEVANT REGION. (IN ADDITION TO ISRAEL, THREE NEW MEMBERS -- SURINAM, GRENADA AND SAN MARINO -- HAVE NOT YET BEEN ASSIGNED TO REGIONS.) VOTE IN BOARD WAS 25-3 (USSR, BULGARIA, GDR)- 3 ABSTENTIONS. JOINED BY CHINA, INDIA, IRAN, AND MAURITANIA, THE FOUR ARAB MEMBERS OF BOARD (EGYPT, SAUDI ARABIA, SYRIAN ARAB REPUBLIC AND TUNISIA) WERE COUNTED "ABSENT". (ARABS WANTED

TO AVOID BEING IN LOSING MINORITY ON VOTE AFTER FAILURE OF THEIR LAST MINUTE EFFORTS TO POSTPONE ENTIRE ISSUE.)

4. SUCCESS OF EXECUTIVE BOARD ACTION AIMED AT GIVING MEMBERS OF REGION CONCERNED DECISIVE ROLE IN ASSIGNMENTS TO THAT REGION WILL DEPEND MAINLY ON WHETHER EE'S AND ARABS ARE PREPARED AT LEAST NOT TO ACTIVELY OPPOSE ISRAEL'S REQUEST TO BE ASSIGNED TO EUROPEAN REGION. AT SAME TIME, SINCE A FAVORABLE OUTCOME ON THIS ISSUE IS NOT ONLY PRE-REQUISITE TO RESUMPTION OF U.S. PAYMENTS TO UNESCO BUT MAY BE OF DECISIVE IMPORTANCE TO FUTURE OF U.S. RELATIONS WITH UNESCO AS WELL AS OF ORGANIZATION ITSELF, DEPT. IS SEEKING TO GARNER SUPPORT FOR NEW PROCEDURE OR, AT MINIMUM, TO DISCOURAGE ACTIVE OPPOSITION, WHEREVER THERE IS ANY CHANCE OF SUCCESS. ADOPTION OF EX BD FORMULATION WILL ENABLE GC TO COMPLETE REGIONAL ASSIGNMENTS (INCLUDING THAT OF ISRAEL) BY PRO FORMA VOTE (POSSIBLY EVEN CONSENSUS) ON AN OMNIBUS RESOLUTION COVERING ALL UNASSIGNED COUNTRIES, WHICH WILL AVOID NECESSITY FOR MEMBER STATES TO VOTE ON ISRAEL PER SE.

5. UNLESS IT IS BELIEVED MORE WOULD BE LOST THAN GAINED BY RAISING ISSUE, ADDRESSEE POSTS ARE REQUESTED TO APPROACH HOST GOVERNMENTS EARLIEST, AT APPROPRIATE LEVEL, DRAWING UPON FOLLOWING SUGGESTED POINTS, IN LIGHT LOCAL FACTORS: (A) ISRAEL'S ASSIGNMENT TO EUROPEAN REGION CONSTITUTES AN ESSENTIAL STEP TOWARD RE-ESTABLISHING VIABLE BASIS FOR A FULL AND ACTIVE U. S. PRESENCE IN UNESCO, INCLUDING PAYMENT OF ASSESSMENTS.

(B) CONTINUED EXCLUSION OF ISRAEL FROM EUROPEAN REGION, OR ANY ADDITIONAL ANTI-ISRAELI ACTIONS, WOULD BE CERTAIN TO RESULT IN CONGRESS CONTINUING TO WITHHOLD FUNDS, PROLONGING

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UNESCO'S SERIOUS FINANCIAL PLIGHT, JEOPARDIZING U.S. PARTICIPATION IN UNESCO AND UNDERMINING NOT ONLY UNESCO BUT, IN BROADER SENSE, UN ITSELF.

(C) IT IS CLEARLY NOT IN UNESCO'S INTEREST FOR U. S. TO LEAVE UNESCO, CREATING A MAJOR VOID IN TERMS OF WESTERN CONTRIBUTIONS TO UNESCO'S TECHNICAL PROGRAMS, ESPECIALLY IN BROAD AREAS OF EDUCATIONAL, SCIENTIFIC AND CULTURAL DEVELOPMENT.

(D) OPPOSITION TO ISRAEL'S ASSIGNMENT TO EUROPEAN REGION COULD SERIOUSLY DIVIDE 19TH GC AND WRECK HOPES WE SHARE WITH GREAT MAJORITY OF THIRD WORLD MEMBERS THAT THIS GC, THE FIRST TO BE HELD IN AFRICA, WILL BE RESOUNDING PERSONAL SUCCESS FOR DG M'BOW (A MOSLEM AND FIRST BLACK

AFRICAN TO HEAD A MAJOR UN AGENCY).

6. FYI IT WOULD BE ENTIRELY SATISFACTORY IF ARABS DECIDE TO DUPLICATE POSITION TAKEN AT EX BOARD I.E., BE ABSENT DURING GC VOTE ON EX BOARD RECOMMENDATION AND THEN ABSTAIN (OR BE ABSENT) ON OMNIBUS RESOLUTION CONTAINING REGIONAL GROUP ASSIGNMENTS FOR ALL FOUR STATES NOT NOW ASSIGNED. WHAT WE WANT TO AVOID IS EFFORT BY ARABS (OR OTHERS) TO DELETE ISRAEL FROM OMNIBUS RESOLUTION BY AMENDMENT, THEREBY FORCING ALL MEMBERS TO VOTE DIRECTLY ON ISRAEL UNDER PRESSURE TO AGAIN ISOLATE ISRAEL. END FYI

7. PLEASE INFO. REPLIES TO PARIS FOR ATTENTION OF UNESCO PER DEL (NESCO).

8. IT WOULD BE USEFUL TO DEPT. IF POSTS WOULD INDICATE WHICH OF POINTS FROM PARA 5 POSTS ELECTED TO USE IN PRESENTATION TO HOST GOVERNMENTS. KISSINGER

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